



# CHAIRMAN OF THE JOINT CHIEFS OF STAFF INSTRUCTION

J-8

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CJCSI 2300.02B

1 April 1999

## COORDINATION OF OVERSEAS FORCE STRUCTURE CHANGES

### References:

- a. 10 USC 123b
- b. 10 USC 162
- c. DODI 7045.7, 23 May 1984, "Implementation of the Planning, Programming, and Budgeting System (PPBS)"

1. Purpose. This instruction establishes a process for Joint Staff coordination of overseas force structure changes to:

- a. Minimize adverse impact on overseas presence posture, regional engagement, and warfighting capability.
- b. Ensure timely and complete coordination of host-nation notification (HNN).
- c. Support regional (including alliance and coalition) commitments and host-nation support arrangements.
- d. Maintain overseas force structure at appropriate levels to support the National Military Strategy.

2. Cancellation. CJCSI 2300.02A, 15 October 1996, is canceled.

3. Applicability

a. This instruction applies to the Joint Staff, combatant commands, and Services. Because of its unique, Service-like responsibilities as a force provider assigned by title 10, USSOCOM will be addressed in this instruction in like manner as the Services.

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b. This instruction applies to the addition or reduction of force structure based or assigned overseas only, including forces sourced on a rotating basis by CONUS-based units. The establishment of a 203,000 cap on overseas forces by reference a will remain a factor in future overseas force structure planning. The execution of ongoing (already coordinated and approved) unit rotations, like the Marine Corps's Unit Deployment Program, does not require additional HNN.

c. This instruction applies to introduction or removal of units or significant-sized numbers of individuals performing critical functions that will otherwise impact the combatant commander's (CINC's) capabilities. It includes overseas combat and support units assigned to or under recurring operational control of the CINCs, as well as overseas infrastructure (for example, base support units) performing Service title 10 functions. The term "units" is intended to refer to individual ships or battalion and squadron-sized organizations.

d. This instruction is not intended to interfere with the assignment of forces to the combatant commander in compliance with reference b. A force assigned to a combatant command by the Forces For Unified Commands document may be transferred from the command to which it is assigned only by the authority of the Secretary of Defense and under procedures prescribed by the Secretary and approved by the President.

e. This instruction is not intended to interfere with obligations contained in agreements with foreign governments establishing reporting or notification requirements regarding force structure changes.

#### 4. Policy

a. Force structure changes overseas dictated by a changing strategic environment will have widespread impacts and must be effectively coordinated. Such changes will affect overseas presence posture, regional engagement (to include alliance and coalition commitments), and the warfighting capability of the CINCs. The Joint Staff, combatant commands, and Services must coordinate to ensure changes do not undercut the National Command Authority's commitments regarding US engagement in the region, and must not undermine our valuable host-nation support arrangements. Therefore, this process must provide early visibility to the CINCs to facilitate their proper assessment of these concerns and resolution of issues.

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b. Proposed delays or changes to approved overseas force structure changes must be coordinated at all levels, to include the potential need to update the HNN. Proposed delays or changes must be coordinated between the affected CINCs and Services. Timely, formal notification is recommended to be accomplished by message to ensure widest and quickest dissemination. J-8 will effect coordination with OSD to determine the need for HNN.

c. Reference c establishes procedures for providing forces, equipment, and support to the CINCs. Primary coordination is via Service component commanders through the normal planning and programming system. With some enhancements, this process can provide CINCs the early visibility needed to make assessments and initiate steps to resolve concerns.

5. Definitions. None.

6. Responsibilities

a. The Service Chiefs and USCINCSOC should:

(1) During internal Service coordination with component commanders, ensure component staffs conduct preliminary informal notification and liaison with affected CINC staffs to provide CINCs early visibility.

(2) At the completion of internal coordination with affected component commanders, provide final formal notification to the affected CINCs, simultaneously advising the Joint Staff (J-8).

(3) Notify affected CINCs of all proposed changes, regardless of whether they are imbedded in the POM.

b. Combatant commanders should:

(1) Analyze all proposed force structure changes for impact upon overseas presence posture, regional engagement (to include alliance and coalition commitments), cost versus benefit, warfighting capability, force protection, and host-nation sensitivity.

(2) Forward proposed structure changes to the Joint Staff with associated recommendations, keeping affected Services and component commanders advised.

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(3) Initiate public announcement, upon SecDef approval, in accordance with current guidelines.

c. The Director, Joint Staff, will:

(1) Review the CINC's analysis, coordinate with supporting and affected CINCs and the Services or USSOCOM to clarify any remaining issues, and forward the proposed changes through the Chairman of the Joint Chiefs of Staff to the Secretary of Defense for review and approval.

(2) Notify the CINCs of Secretary of Defense approval of proposed force structure changes and direct public announcement.

## 7. Summary of Changes.

a. Identifies the unit size that normally requires HNN as an individual ship, battalion, or squadron-sized organization.

b. Delineates actions to be taken by the CINCs, the Services, and the Joint Staff to ensure that early visibility is provided to all concerned, and details a proactive role for the Joint Staff in resolving conflicts.

c. Deletes SecDef message 142159Z Dec 93 (DOD Policy and Procedures for the Realignment of Overseas Sites) as a reference. Although this message remains active, its primary focus was to ensure close coordination during force downsizing and multiple closure of overseas bases experienced in the years immediately following the DESERT SHIELD/STORM period and in nature deals primarily with policies, procedures, and assignment of responsibilities during base or site closures.

d. Deletes CJCSI 3215.01 as a reference because CJCSI no longer exists.

e. Addresses actions required when delays or changes to approved force structure changes occur.

8. Releasability. This instruction is approved for public release; distribution is unlimited. DOD components (to include the combatant commands), other Federal agencies, and the public may obtain copies of this instruction through the Internet from the CJCS Directives Home Page--<http://www.dtic.mil/doctrine>. Copies are also available through the Government Printing Office on the Joint Electronic Library CD-ROM.

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9. Effective Date. This instruction is effective upon receipt.

For the Chairman of the Joint Chiefs of Staff:

A handwritten signature in black ink, appearing to read 'S. Rippe', with a stylized flourish extending to the right.

STEPHEN T. RIPPE  
Major General, USA  
Vice Director, Joint Staff

Enclosure A:  
Coordinating Force Structure Changes

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## ENCLOSURE A

## COORDINATING FORCE STRUCTURE CHANGES

1. Classification. Pending force structure changes will be classified at least "CONFIDENTIAL" until the host-nation notification is conducted.

2. POM In-cycle Changes

a. The Director, Joint Staff, will request that the Director, Program Analysis and Evaluation, OSD, include in the annual POM preparation instructions direction to the Services to identify and address all force structure changes proposed as part of its POM submission. The Services will aggregate changes by theater in the POM force structure narrative summary.

b. Upon receipt of the Service or USSOCOM POMs or separate force structure narrative summaries, the Director for Force Structure, Resources, and Assessment (J-8) will transmit the narrative summaries to the CINCs for their immediate review. Affected CINCs will provide their analysis to J-8 or use the information directly during the program review.

3. POM Out-of-cycle Changes

a. Preliminary CINC Notification. At the outset of Service or USSOCOM coordination with their component commanders, component staffs should provide preliminary, informal notification to affected CINC staffs of potential force structure changes to give the CINCs early visibility.

b. Final CINC Notification

(1) Once internal Service coordination with component commanders on proposed force structure changes is completed, each Service (or USSOCOM) should provide formal notification to affected CINCs via message (action to the Service component commander, information to the CINC). The Services or USSOCOM should also notify the Joint Staff (J-8) so that it can provide any assistance the CINCs may request during their review. The Director for Force Structure, Resources, and Assessment (J-8) will serve as the Joint Staff focal point.

(2) Formal CINC notification of proposed changes should normally be at least 180 days (365 days for Iceland) prior to the required change

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effective date to allow time for analysis, review, comment, and HNN. A justification statement indicating why accelerated approval is necessary will accompany changes not meeting this time requirement.

c. CINC Review

(1) Until the host-nation sensitivity of the proposed force structure changes can be ascertained, the CINC review will be limited to the CINC's staff, the Service or special operations component commander's staff, the Joint Staff, and the US ambassador. The CINC will not include members of the host nation in this review.

(2) Upon notification of proposed force structure changes, affected CINCs should assess proposed force structure changes with regard to overseas presence posture, regional engagement (to include alliance and coalition commitments), cost versus benefit, warfighting capability, force protection, and host-nation sensitivity. The CINC should also include a proposed public announcement date derived from the Service notification message and HNN requirements. CINCs should forward a copy of their assessment to the Director for Force Structure, Resources, and Assessment (J-8) for action. The Directors for Operations (J-3), Logistics (J-4), and for Strategic Plans and Policy (J-5) will collaborate. The CINC should include the Service component, USSOCOM, and Service headquarters as information addressees.

(3) Affected CINCs who cannot complete their assessments within milestones outlined below should advise the Chairman of the Joint Chiefs of Staff of the reasons and provide a projected response date. J-8 will monitor the CINC's assessment to assist as required. If affected CINCs do not transmit their assessment to J-8 within 90 days of final, formal notification by a Service, J-8 will initiate coordination to resolve outstanding issues with the goal of completing the assessment within 14 days after the expiration of the original 90-day period.

d. Joint Staff Review. Upon receipt of the CINC's assessment, J-8 will staff the assessment with the J-3, J-4, and J-5. J-3 will review the assessment for its operational impact. J-4 will review the assessment with regard to logistical readiness, medical readiness, operational sustainability, and mobilization concerns. J-5 will review the assessment of the politico-military impact of projected force structure changes (impact upon overseas presence posture; regional engagement, including alliance and coalition commitments; cost versus benefits; and host-nation sensitivity). J-8 will review the assessment for its impact upon warfighting capability, budgetary effects, and implications for overall force structure. When the Joint Staff assessments are completed, J-8 will consolidate the results and coordinate with the Services on any



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remaining questions raised by the Joint Staff or by the CINC. J-8 will submit the completed package to the Chairman of the Joint Chiefs of Staff.

e. OSD Review and Approval. The Chairman of the Joint Chiefs of Staff will forward the Joint Staff analysis to the Secretary of Defense, specifically, the Office of the Under Secretary of Defense (Policy), for review and approval.

(1) J-8 will monitor the review process to ensure CINC time requirements for HNN can be met and to respond to issues raised by OSD or other agencies. Upon approval by the Secretary of Defense, the Chairman of the Joint Chiefs of Staff will notify the CINC to initiate public announcement. The Services and USSOCCOM will also be notified.

(2) For major or short-notice changes, the Chairman of the Joint Chiefs of Staff may personally brief the Secretary of Defense on the proposal and Joint Staff recommendations prior to forwarding the public announcement package to expedite OSD review. (The OSD review will include, as necessary, interagency discussions and host-nation consultations by the country team and the ambassador, as well as any other consultations deemed necessary.)

4. Milestones. The goal is to complete SecDef review and initiate HNN within 45 days after the CINC forwards his assessment. The following milestones are suggested; however, when necessary, the CINC may report time-sensitive recommendations more frequently.

a. The Service Chiefs should provide final CINC notification of all force structure change recommendations 180 days prior to the desired effective date for the proposed force structure change (365 days for Iceland).

b. The CINC assessment should be forwarded to the Joint Staff within 90 days of final Service notification.

c. The Joint Staff position will be forwarded to OSD within 21 days of receiving the CINC assessment of the proposed force structure change.

d. When a target announcement date has been determined, the Chairman of the Joint Chiefs of Staff will request OSD complete its review in time to allow a minimum of 30 days for HNN prior to that date. Otherwise, the Chairman of the Joint Chiefs of Staff will request an OSD response within 21 days.

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e. Public announcement will be prepared for release within 30 days of the Chairman receiving the OSD response and DOS beginning HNN through the American Embassy. OSD and DOS will determine whether the public announcement will be passive or active.

#### 5. Reporting Requirements

a. Service Chiefs and CINCs should report force structure changes as they occur to meet the timeline milestones in paragraph 4 of this enclosure.

b. Service Chiefs and CINCs should ensure that changes or delays in executing already approved overseas force structure changes are fully coordinated at all levels. Formal notification is required to ensure that the affected CINC or Service Chief is fully aware of the delay or change. As addressed in paragraph 6 of this instruction, affected CINCs are to be notified of changes regardless of whether they are imbedded in the POM. Once coordinated at the Service Chief/CINC-level, the Joint Staff (J-8) must be informed to maintain visibility of force structure changes. J-8, via the Director, Joint Staff, will advise OSD of the circumstances. OSD, in concert with the recommendations received from the CINC, will determine whether additional formal or informal HNN is required.